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ABSTRACT

This report discusses trends and issues related to developmental/remedial education in the United States; examines developmental/remedial education efforts in Nevada's public colleges and universities; and presents the results of a study of developmental programs in the two universities and four community colleges in the University of Nevada System (UNS). First, national trends and activities are examined, including Georgia's recommendation that students complete their developmental studies early in their college experience (before they have completed 30 hours of study); California's proposal to establish an academic floor within its community colleges; Florida's consideration of exit examinations for all remedial courses; and Washington's recommendation that remediation be provided through community colleges. Next, information is presented on developmental education enrollments, personnel, course offerings, and allocated funding in the UNS, indicating: (1) there was a trend toward increasing enrollments in developmental courses in the community colleges; (2) less than 2% of the university faculty were devoted to teaching remedial English, while the range in the community colleges was from 4% to 9%; (3) in 1982, community college completion rates for developmental courses ranged from 58% to 72%; and (4) the average for state funding allocated per full-time equivalent student for remedial education was $38.50. Finally, conclusions and recommendations are presented. The survey instrument is appended. (HB)

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An Assessment of Developmental and Remedial Education in the University of Nevada System

November 1984

JC 850 329

U.S. DEPARTMENT OF EDUCATION
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Preface

Nationally, remedial or developmental education is the fastest growing area in the college curriculum. The Center for Developmental Education notes that 95 percent of all post-secondary institutions offer some form of learning assistance to academically underprepared students. In June, 1981, the Chronicle of Higher Education noted that remedial courses had increased 22 percent over the previous year, compared to a 15 percent increase for all courses during the same period of time.

A national survey conducted recently by the City University of New York of American colleges and universities found 85 percent of those responding reported that inadequate preparation of their entering freshman was common. In addition, greater access to higher education today provided largely through the open door policies of community colleges, has resulted in a large group of students entering who are inadequately prepared. Overcoming this underpreparation for college has attracted the concern of both educators and the public.

The present report seeks to describe activities and issues which have recently involved a number of colleges and universities across the country. The dimensions of remedial/developmental education in Nevada's public colleges and universities are also described. Conclusions and recommendations for developmental/remedial education in the System are also addressed.

National Trends and Activities

Across the nation, a number of states are addressing the concern of educational deficiencies of students. Concerns have been expressed with regard to declining ACT scores nation-wide, and in Nevada as well. Although the most recent data show an increase, this doesn't necessarily indicate a change in trend from the decline of the past nineteen years. The College Board has identified causes of declines in scores to be related to increased access as well as reduced number of high school courses, lower college entrance standards, and several other variables. The end result is that more and more students are entering college without the verbal and quantitative skills needed to enroll in regular college courses.

Some of the major issues today involve the degree of coordination between secondary and higher education in preparing students, where the responsibility for remedial or developmental education should lie, and the costs of this type of education. Below is a short summary of how several states are responding to these issues.

The State of Georgia has recommended that students must finish their developmental studies early in their college experience, which is before they have completed thirty hours of study. In addition, they are allowed only four attempts at completion. Georgia has also proposed eventual elimination of developmental/remedial courses at their university system institutions.

California has proposed the establishment of an academic floor within its community colleges. Although these colleges would still have an open admissions policy, they would not offer instruction below the 6th grade level (several other states are looking at the 8th grade level in this respect). Adult education would provide the necessary education for students below this level. At the universities and state colleges, the California Postsecondary Education Committee recommends reducing remedial activities in reading, writing, mathematics, and ESL, while increasing admissions requirements and improving student preparation.

Florida is considering exit exams for all remedial courses. In addition, they perceive remedial education to be the responsibility of kindergarten through high school, with the exception of older students, who have been out of high school for some time. Florida would continue to serve these students.

The State of Washington has recommended that remedial education should be provided through the community colleges, except in limited quantities, and should not be offered for graduation credit. Louisiana, however, proposes each college and university should provide a comprehensive developmental education program in English, mathematics, reading, study skills, tutoring and counseling, with formal review every four years. In addition, mandatory class attendance and small classes (under 25 students) are suggested.

In a study in the State of Virginia, it has been recommended that funding guidelines be developed which include all developmental activities, rather than just the formal classroom instruction which produces credit hours. It is also proposed that the community college system develop a single systemwide evaluation procedure for developmental education.

One university in Virginia entered into an articulation agreement with a community college whereby the community college offers sections of its developmental mathematics course on the university campus.

A recent College Board report proposed national standards for academic achievement in secondary education. In addition, it also has proposes that standardized tests of achievement be administered from one level of schooling to another, which could provide information on the need for remediation. The Miami-Dade Community Colleges have proposed administering a College Board placement test the first time students carrying 9 credits or more, or anyone with 12 credits or more, or any students wanting to enroll in a mathematics or English course. In addition, Miami-Dade Community College continues a program called "Standards for Academic Progress." Students remain in college only if they demonstrate proficiency in basic skills, complete courses in the correct order, and hold a minimum grade level.

The Denver Community College, which sees developmental studies as a vital part of the curriculum, has developed a personalized system of instruction which they perceive will result in increased student achievement.

The State of New Jersey found that so many students were entering college with inadequate skills, they designed a basic skills test to evaluate the skills level of all entering freshmen. This not only helps place students in appropriate courses, but also provides a statewide measure of the basic skills proficiencies of college freshmen.

A recent report of Remedial Education in the States (December, 1983) sponsored by the National Council of State Directors of Community/Junior Colleges, noted that the average student entering a community college has a reading level of between the eighth and ninth grade - if he or she completed high school. In addition, the continued immigration of foreign-born individuals and those with limited English-speaking and writing skills who pursue continued education will necessitate the offering of remedial or developmental courses.

This report recommended that each state provide for remedial education at a variety of educational levels and institutional types, such as community colleges, adult education centers, voc/tech schools, and secondary schools. States in which remedial education is currently conducted in this manner should strengthen efforts to coordinate funding and delivery systems.

Nevada Colleges and Universities

In June, 1982, the Academic Affairs Committee of the Board of Regents recommended that Vice Chancellor Warren H. Fox develop a study on developmental programs in the UNS. A Developmental Education Subcommittee of the Academic Affairs Council was formed to look at the scope and direction of remedial and developmental

education in the System today. A profile of Nevada was developed, which noted the following issues: where we are, and where we would like to be - in terms of enrollment, personnel, course offerings, and allocated funding for developmental education.

A survey was developed and distributed to the two universities and four community colleges in order to gather specific information.*

In formulating the survey, consideration was given to the concepts of "remedial" and "developmental" education. At times, these terms appear to be used interchangeably, while distinctions are drawn between the terms at other times. For purposes of this study, the following working definitions were utilized.**

Remedial Education

Remedial education is that education process designed to assist students to achieve those <u>fundamental</u> learning skills necessary to meet the minimum expectations for college courses and programs.

Developmental Education

Developmental education is that educational process designed to assist students to achieve those <u>supplemental</u> learning skills not generally expected to be mastered at a prior level of education, but which will improve chances for success in college level courses and programs.*

* See Appendix A
** Adapted from definitions developed by the California Association of Community Colleges

In general, however, within the University of Nevada System, the term remedial has traditionally been utilized by the two universities in reference to English 1, or A, while the community colleges refer to developmental education as a means to improve students' basic skills.

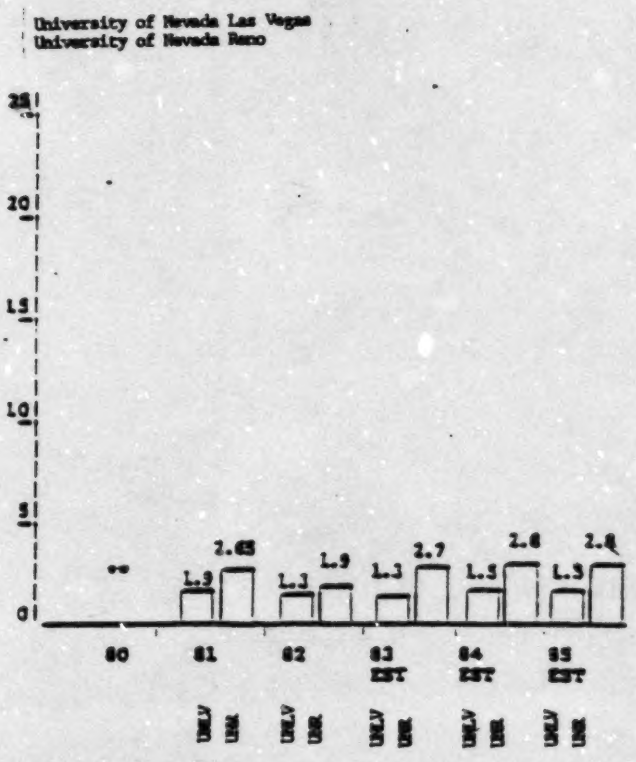
Enrollment

The survey requested information on headcount enrollment for each fall semester from 1980 to 1982, and projections on estimated future enrollment for 1983-1985. The percentage of total students enrolled in each institution in remedial or developmental courses is presented below:

ENROLLMENT

Remedial English Enrollment as a Percentage of Total University Enrollment

Fall, 1980 - Fall, 1985



** Data not available

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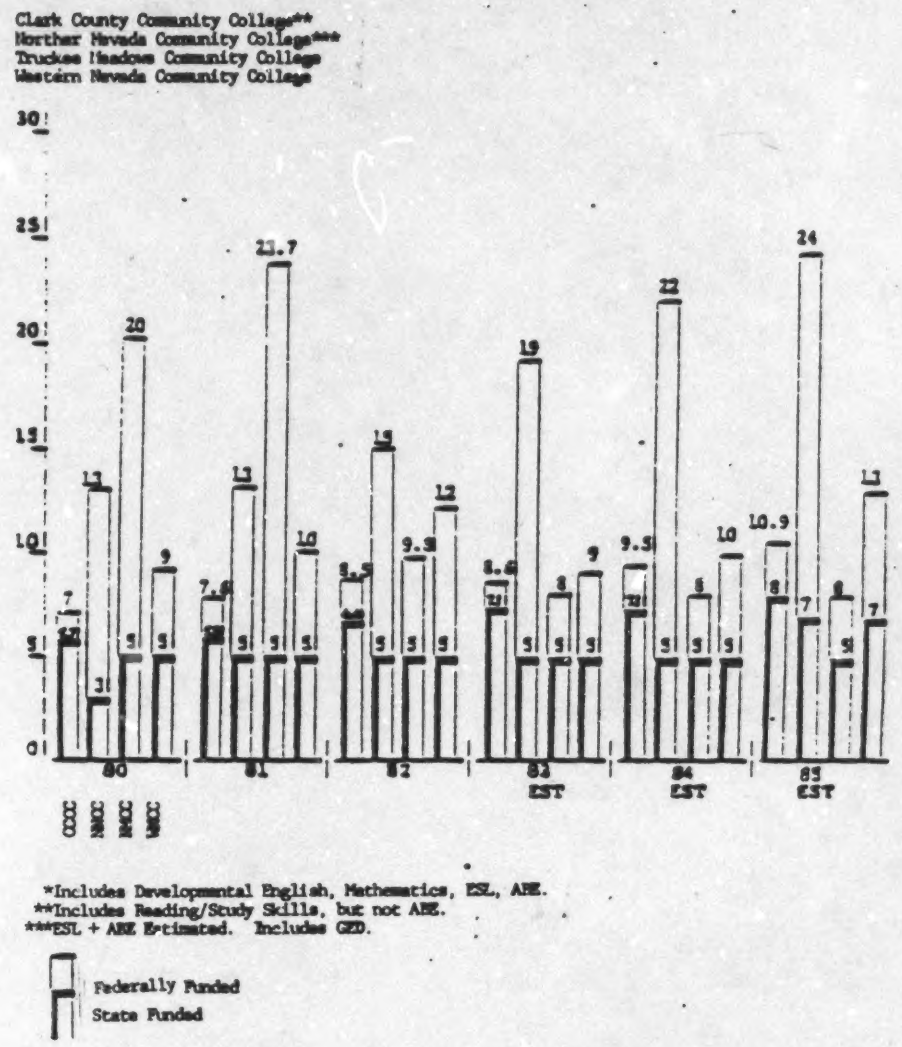
Non-baccalaureate instruction in the area of remedial education at both universities is limited to English courses; specifically English A at UNLV, and English 1 at UNR. As a proportion of the total universities' efforts, enrollment in these courses is quite small, ranging from 1.5% to less than 3%. Enrollment at the University of Nevada, Las Vegas is slightly lower than at UNR. Prior to 1984, English placement criterion differed between the two campuses, with UNLV utilizing a lower score for placement in English 101. However, a recent recommendation adopted by the Board of Regents calls for both universities to require an ACT score of 17, or corresponding SAT Verbal or TSWE, for placement in English 101, which should increase enrollment in English A at UNLV plus change these relative percentages slightly.

Formerly, instructional costs for English 1 at UNR were covered under the state appropriated instructional budget. However, as of 1981, instructional costs for these classes have been funded through the Department of Continuing Education, and no state appropriated monies are used. Credits generated, in addition, are not included in UNR's official enrollment statistics. At the University of Nevada, Las Vegas, remedial English courses are offered through the English department by part-time instructors as well as regular faculty members. It is the perception at UNLV the students are served better by offering courses through the department.

Developmental Education Enrollment* as a Percentage
of Total Enrollment for each Campus



*Includes Developmental English, Mathematics, ESL, ABE.
**Includes Reading/Study Skills, but not ABE.
***ESL + ABE Estimated. Includes GED.

Federally Funded
State Funded

At the commmunity colleges, English and mathematics courses are state funded programs. English as a Second Language, Adult Basic Education, and General Education Development programs receive federal funding under the auspices of the Nevada State Plan for Adult Education, administered by the State Department of Education.

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Developmental education courses offered through the community colleges are not transferable, and are applicable only to the Associate of Applied Science and Associate of General Studies degrees.

Instruction in ESL, GED and ABE are provided on an individual or small group basis. Classes are usually self-paced, and are not offered for credit.

In the past, standardized examinations were not required for placement of entering students in English courses. These institutions normally required a writing sample, written test, or interview. Based upon results, students were encouraged to enroll in the appropriate developmental or regular English course. However, as mentioned earlier in discussion of the universities, with the adoption by the Board of a common system standard for English placement, standardized tests or equivalent criteria are now required.

Overall, the trend appears to be toward increased enrollment in developmental education courses, within the community colleges. Enrollment is projected at 4,130 students in all of Nevada's community colleges by 1985. One must keep in mind, however, that this includes duplicated headcount. (Students who are enrolled in two developmental courses have been counted twice.) In calculating percentage of total number of students enrolled, this tends to exaggerate the proportion of student enrolled when the same students are taking several developmental courses.

Personnel

Less than two percent of the university faculty are devoted to remedial English, while this ranges from 4-9 percent for the teaching of developmental courses at the community colleges. As classified personnel and administrators are seldom assigned exclusively to remedial or developmental education programs, assessment of time devoted to remedial or developmental activities is unavailable.

The average number of credits taught by faculty in the developmental area at the community colleges ranges from 6-17, depending upon the number of part-time and full-time instructors utilized.

Type of Course and Mode of Instruction

At both the universities, remedial English is taught primarily through lecture, with the use of classroom labs at UNLV.

Methods of instruction vary among the four community colleges. Developmental English and ESL courses involve combinations of lecture, labs, or individual study. Mathematics courses may be self-paced, taught as a lecture course, and may or may not include a laboratory.

Course Completion

In 1982, the community colleges' completion rates ranged from 58-72%, with a mean of 65%. (No data were available from Western Nevada Community College in this area). Prior to 1981, at least one campus gave students an additional semester to complete developmental courses. There does not appear to be a

discernable difference in the completion rates between English courses and mathematics classes; however; mathematics completion does appear to be slightly lower. ABE courses often are operated on an open-entrance, open-exit basis, in which there are students continually moving in and out of classes.

At the Universities, the number of students completing English 1 or A varied over the past three years from 68.5% to 93.1%. Some of this variation may be due to different techniques utilized in calculation of completion; i.e., withdrawals of students may not be included, as students are often shifted early in the semester from English 1 to 101, or from 101 to 1 or A, based upon ACT or SAT scores, or writing samples taken in class. In addition, students may transfer to a different section of the same course.

Equipment

The type of equipment utilized in developmental education at the community colleges includes cassette players, module kits, computers, filmstrip machines, overhead projectors, reading pacers, and additional resource materials. Costs of equipment range from $3,000-$5,000, with the exception of one campus where software was estimated at $50,000. No special equipment is employed by the universities in their English 1 or A courses.

Budget Allocations

A questionnaire commissioned by the National Council of State Directors of Community/Junior Colleges gathered data on the rate of state funding for remedial education in community colleges. The rate of funding allocated per FTE ranged from a

low of $810 to a high of $3,559. The survey found that the overwhelming majority of states provide funding for remedial courses in community colleges. No state reported requiring remedial or developmental education students to pay the full cost of that type of education.

The average state funding for remedial education, based on credit hour funding ($38.50), appears to be slightly higher than the states' average for all the courses which are offered, but funding is below that expended for liberal arts and vocational education courses.

The percentage of total state funding expended for remedial education in community colleges across the nation for fiscal year 1982 was a high of 10.6% and low of 1.27%. Most states spent a similar percentage or higher of their total state funding for remedial or developmenting education in 1982 compared to the prior year.

During the fall semester of 1982, Nevada's four community colleges spent an estimated $327,292 on developmental education, an increase of 14% from Fall, 1980. However, 30% of this figure is comprised of federal funding for ABE and ESL programs which are allocated through the Department of Education. The federal allocation of funds for community colleges has decreased over $50,000 since 1980.

Federal funding for instruction in ESL and ABE allocated for 1982-83 was slightly over $200,000 which is a decrease from 1981-82 of almost $40,000. However, the community colleges have maintained the same level of services although enrollment has increased in three of the four community colleges in the ESL and ABE programs.

FALL SEMESTER

	1980		1982	
	Developmental English, Mathematics	ABE/ESL	Developmental English, Mathematics	ABE/ESL
CCCC	$ 76,052	$114,898 ($57,449)*	$104,305	$103,426 ($51,713)
NMCC	16,313	20,358 (10,179)	23,551 (11,775)	21,000 (10,500)
TMCC	42,244	71,642 (35,821)	71,042	50,811 (25,405)
WNCC	27,845	20,422 14,749 2,903 1,092 (19,583)	28,241	25,069
	$162,454	$264,064 ($123,032)	$227,139	$200,306 ($100,153)
	$408,519 ($285,486)		$427,445 ($327,292)	
ABE/ESL	43%		ABE/ESL	30%
DEVELOPMENTAL	57%		DEVELOPMENTAL	70%

*(half-year)

Conclusions and Recommendations

The Board of Regents supports the recommendations of the Governor's Commission on Excellence in Education which proposes the establishment of increased high school courses required for graduation. These recommendations are based on the mastery of skills and knowledge which should result in the improvement in the overall level of preparation of all students, and particularly for those expected to enter colleges and universities.

In June, 1983, the Joint Council on College Preparation, representing the State Board of Education and the University of Nevada Board of Regents was established to identify skills and competencies necessary for student success in university studies. In August, 1984, final recommendations were adopted by the Board of Regents which will require entering university students to have completed thirteen-and-a-half units of high school courses in English, Mathematics, Social Science/Studies, Natural Science and Computing Literacy.

Increasing the academic requirements for high school graduation and implementing new university admission requirements suggests only a limited need for remedial instruction in the universities. It is recommended, however, that the small number of remedial English courses offered by the two universities be retained, to facilitate student access. These courses should continue to be limited, and available on a non-graduation credit basis only.

The State Plan for Community Colleges in the State of Nevada, developed in 1971, describes developmental education as one of the five basic missions of the comprehensive community college. Nevada 2000, a planning document for Nevada's colleges and universities, prepared in 1983, reiterates developmental education as a continuing goal for the state's community colleges. The open-door philosophy of admitting any high school graduate or adult who is capable of profiting, provides an opportunity for students to build their skills in English, mathematics, and reading.

It was anticipated in 1971 that ten percent of the community colleges' enrollment would be in developmental programs, with a 15:1 or 16:1 student/faculty ratio. However, the community colleges are currently budgeted on a student/faculty ratio which ranges from 22:1 to 26.4:1 for regular programs, with lower ratios for the rural factor and dental and nursing programs. The Board of Regents plans to make a proposal in the next legislative session to enrich these ratios by 10%, which would, if acted upon, lower these ratios slightly to pre-1981 levels. However, due to the individualized instruction necessary to provide basic skills courses, it is recommended that the student/faculty ratios in developmental programs at the community colleges be reduced further.

It is further proposed that each community college in the University of Nevada System have a separate department of Developmental Studies. This department would be charged with helping those students admitted to its program to attain pre-

determined levels of competence in writing, reading, and mathematics. The department would have a separate budget and staff, with the chairperson reporting directly to the Head of Instruction.

In response to the trend of decreased federal funding for instruction in English as a Second Language and Adult Basic Education, it is recommended that either additional state or federal financing is necessary to maintain the current level of course offerings. The alternative may be for the community colleges to place a cap on their ability to provide continued educational program services in these areas.

It is further recommended that cooperative arrangements between secondary and postsecondary educational institutions be established to design and implement appropriate developmental programs through partnership programs. Through such joint efforts, competency-based curricula can be further developed, and common standards for skill level evaluation can be adopted for developmental courses and programs.

In order for all students, in both the universities and community colleges, to gain the skills necessary to take full advantage of the regular college curriculum, it is recommended that remedial/developmental courses be taken early in their college careers.

These recommendations support the need for high quality developmental and remedial programs which will enhance opportunities for students and increase the quality of instruction in regular college-level courses.

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APPENDIX A

I. Please complete the following:

1. Enrollment*

Please complete the following for students enrolled in developmental or remedial education courses by category, for each fall semester (as of October 1):

		Enrollment (Headcount)	Percent of Total Students Enrolled in Institution
1980	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____
1981	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL		
1982	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____

*Community colleges should use D-designated courses; universities should use English 1, or A, English 11, or ESL; Math 100, or 101. (Even though credit is awarded for these math courses, please provide data).

Do not include courses in Continuing Education. This information is requested in Part II.

		Estimated Future Enrollment (Headcount)	Estimated Percent of Total Students Enrolled in Institution
1983	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____
1984	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____
1985	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____

2. Personnel

Please list FTE faculty in instruction for developmental or remedial courses during Fall semester.

	Number of Faculty (FTE)	Percent of Total Faculty
1980	____	____
1981	____	____
1982	____	____

Estimated future number of FTE faculty devoted to developmental or remedial instruction.

1983	_____	_____
1984	_____	_____
1985	_____	_____

Number of FTE classified support personnel for developmental or remedial programs for Fall, 1982. _____

Number of FTE administrators of developmental or remedial programs for Fall, 1982. _____

3. Work Load

Average number of credits taught by FTE faculty in developmental or remedial programs in Fall, 1980 _____ 1981 _____ 1982 _____

4. Equipment

Please give a brief description of the type of equipment utilized in developmental or remedial programs, and the estimated cost.

Type of Equipment	Estimated Cost
_____	_____
_____	_____
_____	_____
_____	_____

5. Budget

Budget allocated to developmental or remedial programs:

Dollars		Percent of Total Budget
Fall, 1980	_____	_____
Fall, 1981	_____	_____
Fall, 1982	_____	_____

6. Instructional

Please list the types of developmental or remedial courses offered by your campus, and the mode of instruction (labs, lecture, demonstration).

Type of Course	Mode of Instruction
_____	_____
_____	_____
_____	_____
_____	_____

What is the placement criteria utilized for developmental or remedial courses?

English _____

Mathematics _____

ESL _____

Other _____

TOTAL _____

Estimated percent of course completers. Please list the percent of students completing developmental or remedial courses for the Fall

1980	English	_____
	Mathematics	_____
	ESL	_____
	Other	_____
	TOTAL	_____
1981	English	_____
	Mathematics	_____
	ESL	_____
	Other	_____
	TOTAL	_____

1982	English	_____
	Mathematics	_____
	ESL	_____
	Other	_____
	TOTAL	_____

II. The following is to be completed for developmental or remedial courses offered through Continuing Education at each university.

1. Enrollment

Please complete the following for continuing education students enrolled in developmental or remedial courses during the fall semester.

		Number of Students Enrolled	Percent of Total Students in Continuing Education
1980	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____
1981	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____
1982	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____

		Number of Students Enrolled	Percent of Total Students in Continuing Education
Estimated Future Enrollment			
1983	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____
1984	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____
1985	English	____	____
	Mathematics	____	____
	ESL	____	____
	Other	____	____
	TOTAL	____	____

2. Personnel

Please list FTE faculty in instruction for developmental or remedial courses during Fall semester.

	Number of Faculty (FTE)	Percent of Total Faculty
1980	____	____
1981	____	____
1982	____	____

Estimated future number of FTE faculty devoted to developmental or remedial instruction.

1983	_____	_____
1984	_____	_____
1985	_____	_____

Number of FTE classified support personnel for developmental or remedial programs for Fall, 1982. _____

Number of FTE administrators of developmental or remedial programs for Fall, 1982.

3. Work Load

Average number of credits taught by FTE faculty in developmental or remedial programs in Fall, 1980 _____ 1981 _____ 1982 _____

4. Equipment

Please give a brief description of the type of equipment utilized in developmental or remedial programs, and the estimated cost.

Type of Equipment	Estimated Cost
_____	_____
_____	_____
_____	_____
_____	_____

5. Budget

Budget allocated to developmental or remedial programs:

	Dollars	Percent of Total Budget
Fall, 1980	_____	_____
Fall, 1981	_____	_____
Fall, 1982	_____	_____

6. Instructional

Please list the types of developmental or remedial courses offered by your campus, and the mode of instruction (labs, lecture, demonstration).

Type of Course	Mode of Instruction
_____	_____
_____	_____
_____	_____
_____	_____

What is the placement criteria utilized for developmental or remedial courses?

English _____

Mathematics _____

ESL _____

Other _____

TOTAL _____

Estimated percent of course completed. Please list the percent of students completing developmental or remedial courses for Fall.

1980	English	_____
	Mathematics	_____
	ESL	_____
	Other	_____
	TOTAL	_____
1981	English	_____
	Mathematics	_____
	ESL	_____
	Other	_____
	TOTAL	_____

Developmental Education Recommendation

It is further recommended that cooperative arrangements between secondary and postsecondary educational institutions be established to design and implement appropriate developmental programs through partnership programs. Through such joint efforts, competency based curricula can be further developed, and common standards for skill level evaluation can be adopted for developmental courses and programs.

ERIC Clearinghouse for Junior Colleges
AUG 8 1985